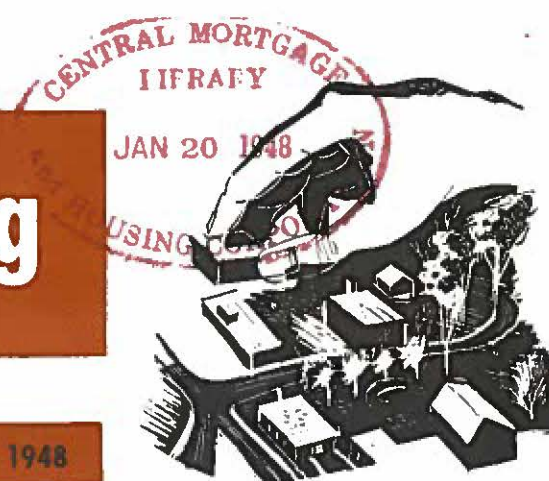


layout for living

- united nations headquarters site
- canadian planning chronicle : 1947
- planning books noted

layout for living

no. 11, january 1948



information plus organization

Our first issue appeared twelve months ago. Let's look back, with the idea of plotting a better course in the months ahead. This bulletin has two connected aims: to spread news about planning activity of all kinds, and to supply Branches and Members of CPAC with reports of our own doings. A rough count of the first ten issues shows that we have given about 56 percent of our news space to general planning matters, and 44 percent to our own Members' activities (accomplished or potential). Some of our columns have been like periscopes to scan the planning horizon; others, more like mirrors to see how we ourselves are doing.

Would these pages be more useful if filled wholly with non-technical descriptions of planning objectives, procedures and achievements—a sort of planning-manual-in-installments? We think not. We believe that local and regional citizen organization is also needed, if all those fine ideas are to have visible effect. Time and our readers will say if we are right.

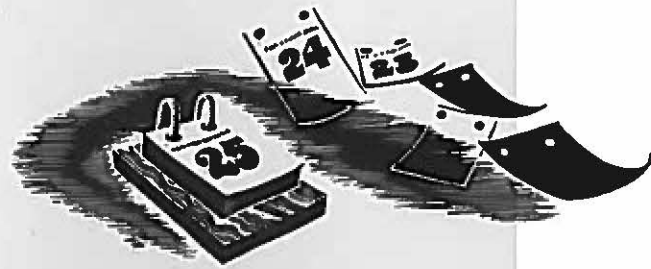
How are planning ideas given effect? By the people who not only *say* they approve of community planning, but *do* something about it. These people trouble to see for themselves what rising building costs and sprawling real estate developments are doing to life in their community. They are the solid citizens (not all Active Members of CPAC—yet) who want their city to take every chance to cater better to all its people. These friends of planning initiate meetings, invite local or visiting authorities to speak to the public on planning, and try to get press attention to major problems of land use, housing, play space, school sites, factory locations, traffic hazards. They work steadily to keep a sound planning process on the move locally.

In short, some people in nearly every community are promoting over-all planning, simply because they know it to be an essential technique for building a better town in a better world. They are busy telling their fellow-townsmen what can be done when our present human and material resources are properly put together. CPAC was founded as an aid and an instrument in the hands of just such people. The Association is their permanent link with like-minded folk across Canada and beyond.

continued on page six



canadian planning chronicle 1947



MONTREAL, January 24-26. The Physical Planning Committee of McGill University is meeting here with planners and educators from several points in Central Canada to discuss the nature of planning, the obstacles it faces, and the training of practising planners.

TORONTO, January 29-30. Members of Ontario municipal councils, planning boards and town hall staffs are the guests here of the Ontario Department of Planning and Development.

MONTREAL, February 6. McGill University has launched a series of lectures on Community Planning under the direction of its Extension Department. Those attending come from many vocations and constitute a nucleus of Montreal citizens concerned to have planning succeed.

TORONTO, March 30. The Planning and Development Act of Ontario (1946) has been amended to smooth the process of planning where it seems to be held up by the provisions of other statutes. The new amendments also give wider powers to the Minister, who may now impose fines for some breaches of declared planning intentions.

VANCOUVER, April 30. A series of reports on the planning of Vancouver has now been published and distributed by the Vancouver Town Planning Commission. These reports bring up to date the proposals published in 1930.

FREDERICTON, May 15. Hon. J. André Doucet, Minister of Reconstruction, has just announced the formation of a Provincial Planning Board for New Brunswick.

QUEBEC, May 30. A half day of the annual meeting being held here by the Canadian Political Science Association is being given to the discussion of physical planning. Speakers at these sessions are from Universities of Laval, McGill, Toronto, Queens and Western Ontario, and also from provincial and federal civil services.

WINNIPEG, June 24. The Annual Meeting of the Manitoba Division of CPAC was held here tonight.

WINNIPEG, June 25. The Metropolitan Planning Board of Greater Winnipeg has published a report on Traffic in the Greater Winnipeg area.

HALIFAX, June 26. The Nova Scotia Division of CPAC held their Annual Meeting here tonight.

WASKEIU, Saskatchewan, June 27. The Saskatchewan Urban Municipalities Association adopts a resolution underscoring the need for community planning and supporting CPAC.

TORONTO, June 27. The Ontario Division of CPAC are holding their Annual Meeting today in the Royal York Hotel.

VANCOUVER, June 27. The British Columbia Division's first Annual Meeting has been addressed by Sumner Spaulding of California.

STANSTEAD, P.Q., June 30. McGill University's Summer School in Geography opens at Stanstead College. Courses of interest to planners will be conducted by Professors Dudley Stamp and C. B. Fawcett of London, by Professor Stanley D. Dodge of Michigan, and by other Canadian, American and British authorities.

OTTAWA, July 7. The first interim report of the National Capital Planning Committee has just appeared. It deals mainly with tentative proposals of the Traffic and Railways Sub-committees.

STRATFORD, Ontario, July 25. The first Canadian film on planning, "Tale of New Cities" is to have its première here tonight. It was produced by Central Mortgage and Housing Corporation, and tells the story of the planning of a town, using Stratford as its example.

HALIFAX, August 4. A Zoning by-law was today approved in principle by the Halifax City Council at a public meeting, which was addressed by the Town Planning Engineer.

MONTREAL, October 2. The Community Planning Association of Canada opened its first Annual Meeting and National Conference on Planning today. This Canadian planning conference has wider representation than any since that held in Toronto in May 1914.

HALIFAX, October 15. The October issue of *Public Affairs* was devoted entirely to housing and community planning. Among the article on these subjects is a statement of the housing policy of the Canadian Government by Rt. Hon. C. D. Howe, Minister of Reconstruction and Supply.

TORONTO, November 10. The Toronto City Planning Board announces a series of public meetings to be held over a period of two weeks in various parts of the city to discuss the plans of the Board for each district. The Toronto Citizens' Housing and Planning Association has been asked to take part in the staging of these meetings.

AMSTERDAM, Holland, November 14. Prime Minister W. L. Mackenzie King announced today the outlines of a scheme for a World War II Memorial on the Gatineau Hills overlooking Ottawa.

a book on neighbourhood planning

Dahir, James

The neighborhood unit plan: its spread and acceptance. New York, Russell Sage Foundation (130 E 22), November, 1947. 96 p. frontis., map. (\$1.00)

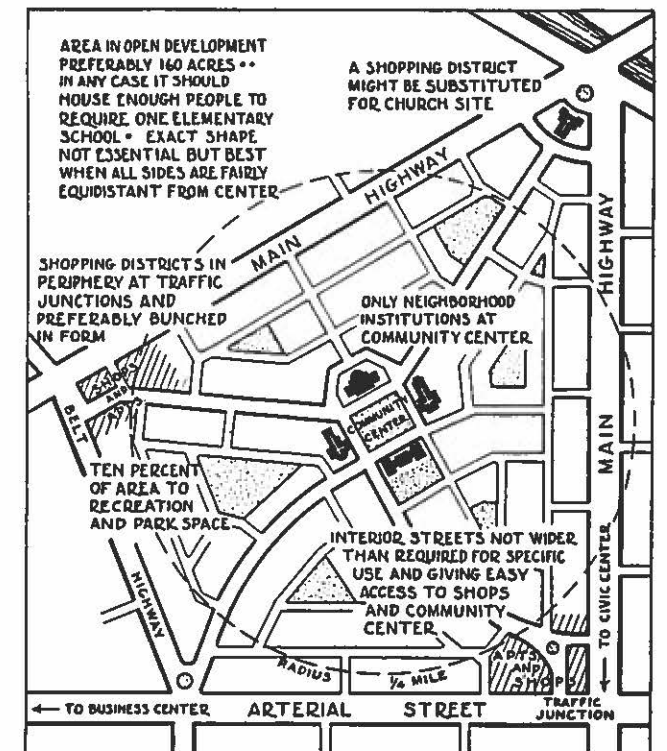
Last month the Russell Sage Foundation brought out an up-to-date report on North American thinking with regard to the planning of neighbourhoods. Those Members who regretted that the time available at the National Conference permitted only a brief review of this phase of planning will particularly welcome this full account.

The book might be called the 'bibliography of an idea'. The compiler was impressed by the amount of writing done in the past few decades, first on the use of the school plant by adults, then on the factors in urban organization that were hostile to the community centre idea; these led him, like Clarence Perry before him, to write an essay on the physical organization of communities within a large city. But since Mr. Dahir's view of the material is retrospective, his essay is studded with references to books and articles propounding the themes he has brought together. The authorities are grouped in the order in which their material bears on Mr. Dahir's essay, and are listed by title; reading the essay is thus something like reading a learned article in which the footnotes have somehow got up into the middle of the pages. The thing is perhaps more readable that way. But for later reference, it seems to us that indexes of authors, and of the subjects in more systematic order, might have made the list considerably more useful.

The "neighborhood unit" concept in housing, as understood by this study, was first fully described by Clarence Perry in a monograph published about two decades ago in *The Regional Survey of New York and Its Environs*. It assumes "that the home is an inseparable part of a community" and proposes a means remedying physical decay of our cities. According to Russell H. Kurtz, the plan "substitutes for the gridiron pattern of city blocks a design in which optimum size neighborhoods would emerge, . . . all connected with, but none bisected by, main traffic arteries." The design is further characterized by the following features:

1. A centrally located elementary school which will be within easy walking distance—no more than one-half mile—from the farthest dwelling.
2. Scattered neighborhood parks and playgrounds to comprise about 10 per cent of the whole area.
3. Local shops to meet daily needs, grouped together at accessible points on the periphery of the neighborhood.

Among authorities cited, Luther Gulick, president of the Institute of Public Administration in New York finds in our cities a growing leisure without the facilities which could make wise use of leisure possible, prohibition against child labor without proper organization of youthful activities, immense new knowledge of social and physical betterment with little harnessing of that



Reproduced from *New York Regional Survey, Volume 3*
THE NEIGHBORHOOD UNIT AS SEEN BY CLARENCE A. PERRY

knowledge. "Our shame" he says, "is urban mediocrity without revolt; filth, slums, decay and traffic snarls without action; private preoccupation and lazy contentment without compelling civic loyalties or great civic dreams."

Fourteen pages toward the back of the book are given to the development of the neighbourhood unit idea outside the United States. The idea is accepted in principle for industrial cities all over the world, with variations resulting from different traditions of public administration and civic ceremonial, and from the different standards in such matters as school sizes, ratio of automobiles to population, etc. It is cities outside America that are now planning and building to their plans; and in such cases as Abercrombie's plan for London, the neighbourhood idea has been given a concrete working-out on a metropolitan scale. The same may be said of the Syrkus plan for Warsaw. It is evident that a much more thorough examination is needed of the practical application of the idea outside America than Mr. Dahir has been able to make.

However, he does say the level of town planning in Europe is definitely higher than in America. Pointing to public apathy as perhaps the foremost obstacle to intelligent planning, Mr. Dahir quotes Walter C. Carey as predicting that probably in twenty years "Europe's cities will have been rebuilt in accordance with well thought out plans, while America is still debating the basic proposition whether planning is necessary at all."

Community planning is not a new idea, Mr. Dahir indicates, but if its benefits are to be brought to the homes and the daily lives of the people, it must receive vigorous public support.

lewis mumford on unhq¹

Our readers everywhere must be concerned that an efficient plant shall be built for waging the peace. This volume describes with admirable clarity what has been done by the United Nations Board of Design Consultants to secure a workable headquarters for their clients—mankind. We know of no better presentation of the approach by a group of very competent architects to a complex design problem.

But the most controversial aspect of the developments leading to the permanent headquarters for UN centres around the choice and proposed handling of the site. The controversy has brought in train the reappearance of Mr. Lewis Mumford's column 'The Sky Line' in The New Yorker magazine. With Mr. Mumford's consent, and the permission of The New Yorker, we reprint herewith some excerpts from his columns of October 25 and November 15 last. This material is copyright 1947 by The New Yorker Magazine Inc.

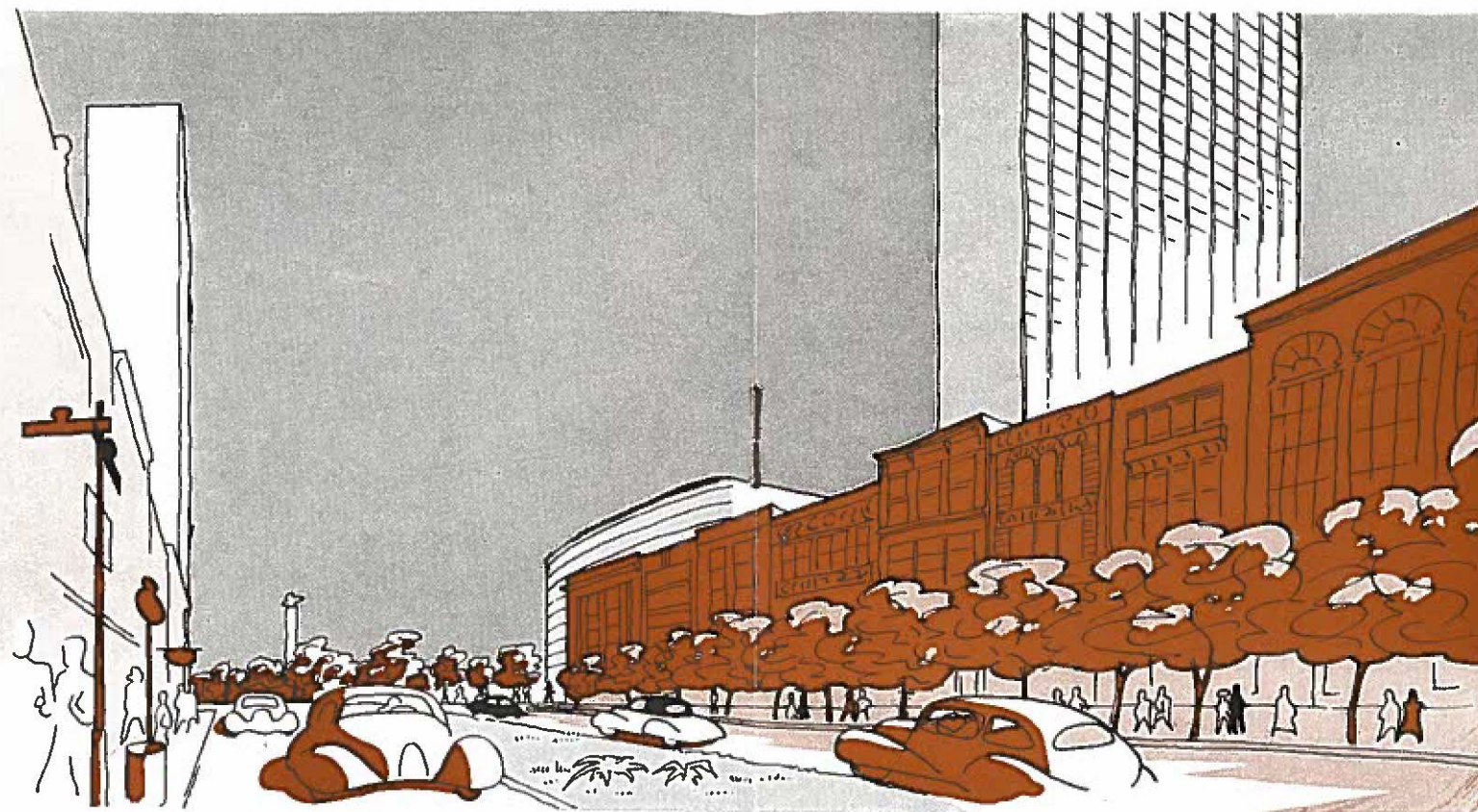
A few paragraphs cannot do justice to Mr. Mumford's point of view, nor to that of the Design Board; our purpose will be served if these bits stimulate further exploration of the whole matter of site planning as applied to a concrete case of world-wide interest.

...The present approach to the United Nations [Headquarters-to-be] is a sordid slum, and it cannot be left to the erratic beneficences of free enterprise to provide the only approach that would be aesthetically sound; namely, a group of related buildings, conceived in accordance with the function and purpose of the United Nations headquarters itself. To think that a strip of formal park will create the necessary atmosphere is not to think at all...

Briefly, then, I should say that the architects have been afflicted with a bad site, and that unless the government, local or national, helps out on a very large and costly scale, they cannot do much about improving it. They are not to blame for the unsatisfactory plans they have submitted, except in one respect: the report of these honorable and intelligent professional men should have advised their client, The United Nations, that in using this site it was doing something it would probably bitterly regret...

The architects, to judge by the report, are better satisfied with the area than I am, for they say, "The East River site, extending fifteen hundred feet from Forty-second Street to Forty-eighth Street, and from First Avenue to the edge of the water, has sufficient scale for applying the fundamental elements of modern urbanism—sunlight, space, and verdure. Protected by the wide expanse of the East River, the site has breadth enough to be made into a living unity of strength, dignity and harmony."

Those are brave words, but they unfortunately recall the observations of our first city-planning commissioners when, in 1811, they apologized for the lack of parks in their plan for Manhattan and suggested that the "large arms of the sea" would provide all the open space necessary. The Board of Design Consultants are, I am afraid, a little like Browning's Last Duchess, "too soon made glad, too easily impressed"...



Proposed United Nations Headquarters buildings in New York City. As suggested in Lewis Mumford's comments on this page, and confirmed in the Report of the Board of Design, the usual approach will be along East 47th Street, from which the buildings will look somewhat as in this sketch. The tall shaft (background, left) is to be for delegations and specialized agencies; that at the right is for the Secretariat; from a block away, the General Assembly building (centre) may just begin to emerge behind nearer buildings. The official Report does not show this. Neither does it make very clear that on UN's 17 acres there has been a regular fall of soot amounting to three or four tons a month. Construction work is authorized in the order right to left.

Take the vital matter of site planning. To make the fullest use of the site, all wheeled traffic should be put underground, especially since ample provisions have been made for parking vehicles there. By doing that, the architects would have avoided squandering no small part of their precious ground area on vehicular driveways and turnarounds. These will interfere with all the pedestrian approaches from the First Avenue frontage, which is, after all, the natural point of approach to the site. As I pointed out in my first article on the United Nations project, a tunnel under the portion of First Avenue alongside the area will siphon off through traffic, and the surface level will accommodate only traffic that concerns the United Nations. But were the United Nations traffic to be put underground too, certainly half the width of First Avenue, granting the permission of the city, could be added to the area that will be converted into a park. If there is one axiom in urban planning that no modern scheme should ignore, it is that there should be a separation of legs and wheels, of walkers and drivers. If the planners haven't yet come abreast of the plan for the New Jersey town of Radburn (1929), they might have learned a lesson from Central Park (1857) or, for that matter, from Leonardo's plans for Milan (circa 1500)...

These buildings should be as beloved a symbol as the Statue of Liberty, as powerful a spectacle as St. Peter's in Rome. Such symbols cannot be created by falling back on clichés, like statues, domes, and skyscraper towers, and they cannot be conceived overnight. Short of flatly rejecting the site, the architects should have worked out the right scale for their present project, suggested an effective way of taking care of future requirements, and then set their most imaginative members to work on the problem of symbolism, which is, at bottom, the problem of public relations for the new world order. Better the right thing a little late than the wrong thing on time.

1 United Nations. Secretary-General's Report to the General Assembly
The Permanent Headquarters of the United Nations. (Official records of the 2nd Session of the General Assembly, Supplement No. 8) New York, United Nations, July 1947. (Distributed in Canada by the Ryerson Press, Toronto. Price in U.S., \$2.50) 96 p., plans, charts.
(Also marked Document A/311, United Nations publications, Sales No. 1947.1.10.)

2 Bland, John
Planning; suggestions for Canadian communities. Montreal, Canadian Chamber of Commerce, 1947. 64 p., maps. (\$1.50)

how planning proceeds²

The Canadian Chamber of Commerce has just published a booklet on planning for Canadian citizens. In language that is plain and non-technical, the reader is taken systematically step by step through an examination of the nature of towns, the procedure for planning, the sorts of information planners need, and the kind of continuing administration that can produce better communities.

The first section is made up of a number of simple statements about the way towns develop. Influences of the site, the local economic resources, and the traditions of the inhabitants are mentioned. Professor Bland notes that all these things are subject to continual change—and recently in some Canadian communities to very rapid change. When action is organized by local public authorities for the orderly physical accommodation of the community's economic and social development, then planning is under way.

The author goes on to describe the legal powers commonly given by provincial governments to Canadian municipalities, to examine and act upon their planning needs. After a plea for physical planning as a permanent part of the Town Hall's operations, Professor Bland describes something of the ways in which planners collect the information they need—on land use, traffic, recreation, housing and public buildings.

The next section outlines a few of the legal instruments available to secure that the plans will be followed. These include zoning codes, arrangements for the examination of new schemes of land subdivision, and building by-laws. A final page is given to a description of the official plan—not as a static legal document, but as an ever-improving guide to be kept before all those concerned in the physical development of the community, so that in studying a particular part they will not lose sight of its effect upon the whole.

The author and the Chamber of Commerce are to be congratulated for producing a brief outline that is readable by those without specialist training. The short space available is given largely to suggestions as to how planning may be done—taking for granted that the readers are convinced as to why planning should be done. In other words, the booklet deals mainly with suggestions for doing a job well, and says relatively little about why it should be done at all.

In our opinion, this publication still leaves an important gap in Canadian popular books on planning. We need a book that begins by describing, with illustrations at a human scale, the kind of surroundings that twentieth century technology is capable of producing for our families, whether urban or rural. That book might then go on to demonstrate why the process of physical planning by local public authorities is essential if we are to attain the kind of living conditions possible to us. We hope that such a book will not be long in appearing; in the meantime the present booklet is a useful addition to our shelves, giving as it does glimpses of the thinking processes undergone by professional planning officers.



M. EDOUARD FISET
adjoint de M. Jacques
Gréber, à Ottawa, qui est
chargé d'un cours d'urba-
nisme organisé par la sec-
tion de Québec de l'Asso-
ciation.

section de la cité de québec

La première initiative de la section de Québec de l'Association canadienne d'urbanisme, formée en mai dernier, a été d'instituer un cours d'urbanisme et d'y convier ses membres et le public en général. Les inscriptions à ce cours, toutes payées, ont atteint le nombre de soixante et onze. Les auditeurs se recrutent dans les milieux les plus variés et l'on compte notamment des architectes, des arpenteurs-géomètres, des hommes d'affaires, des gérants de caisse populaire et des entrepreneurs.

M. Edouard Fiset, architecte-urbaniste, a accepté de donner lui-même les douze leçons, espacées de deux semaines en deux semaines, qui constituent ce cours. M. Fiset, déjà architecte, a fait en outre des études d'architecture à l'Ecole Supérieure Nationale des Beaux-Arts à Paris et il a reçu un diplôme du gouvernement français, en 1940. Il est à l'heure actuelle l'assistant de M. Jacques Gréber dans la préparation des plans en vue de l'aménagement de la capitale nationale. Il est aussi l'architecte du plan d'ensemble de la future cité universitaire de Québec. Voici les titres des causeries que M. Edouard Fiset a choisi de donner à ses auditeurs de Québec:

- 1°—Urbanisme—notions générales (Définitions, nature, but)
- 2°—Éléments de géographie urbaine (Le site géographique. Nature et caractéristiques des centres urbains).
- 3°—Le plan (Étude des différents concepts de plans directeurs).
- 4°—Évolution des centres urbains

Ces quatre premiers cours tentent de constituer un dossier permettant d'aborder les problèmes posés et les solutions pratiques envisagées. Les six cours suivants sont des études pratiques de ces problèmes et de leurs solutions :

- 5°—Le dossier urbain—ou la technique de l'urbanisme.
- 6°—La circulation
- 7°—L'habitation
- 8°—Les espaces libres
- 9°—Le zoning et le problème de l'industrie
- 10°—L'art urbain

Les deux derniers cours sont réservés à des études monographiques: examen et étude de cas existants.

institute of professional town planners

For the purpose of promoting the science and art of town and community planning and the knowledge of the members in the practice of the profession of town and community planning, an association under the name of the Institute of Professional Town Planners has been formed.

The Officers are:

- Mr. Tracy D. LeMay President
(City Planning Commissioner, Toronto)
Mr. John Kitchen Vice-President
(National Capital Planning Service)
Dr. E. G. Fahudi Secretary-Treasurer
(Town Planning Consultant, Toronto)
Mr. John Layng Director
(Architect and Planner, Toronto)
Mr. John van Nostrand Director
(Land Surveyor, Toronto)
Mr. Gordon Culham Director
(Landscape Architect, Guelph)

Thirty-five Consultants, Architects and Engineers engaged in one phase or another of Planning, have already joined the Institute in Ontario; and it is expected that many others in all parts of Canada will be invited to join.

information plus organization

—from page one

Either planning activity in your town is being helped by the CPAC organization (as distinct from the CPAC source of planning information) or else, from where you sit, we might better be putting out a planning news sheet without reference to any membership at all. But we're still convinced that bands of determined people can do a great deal more than files of hole-proof arguments. We admit we're prejudiced; but it seems to us that when we can get more people, more Branches and more determination in CPAC, then we may certainly expect to stem the physical rotting of our cities, the mounting intensity of our housing shortages—and to give measurable signs that we mean to be masters of our surroundings.

One further point: Members at the Annual Meeting adopted a report saying that promotional (free) distribution of LAYOUT FOR LIVING has gone far enough, and recommending that hereafter we should mail it 'predominantly to Members, to those contributing to the Association's work in other concrete ways (e.g. by sending us their own planning publications), and to those who through the bulletin may be influenced to adopt the Association's views in formulating public programs or policies relative to planning'. If you, gentle reader, are not already in one of those groups, you should use the form opposite. (We assume that you want to go on receiving LAYOUT FOR LIVING.) As the radio announcers say so persuasively: *do it tonight*. And attach to your Application Form some local planning news, or frank comment on our bulletin if you like.

LAYOUT FOR LIVING is published by the Community Planning Association of Canada to promote interest in the planning of our communities. Material herein may be reprinted for similar purposes, if the original source is acknowledged.

COMMUNITY PLANNING ASSOCIATION OF CANADA

Council

- President: R. E. G. Davis
Vice President: Humphrey S. M. Carver
Third Councillor on Executive: John M. Kitchen
George S. MOONEY, Montreal, P.Q.
Convener of Organization Committee
Rev. J. d'A. RICHARD, Montreal, P.Q.
Information Committee
H. E. BERESFORD, Winnipeg, Manitoba
Named by Manitoba Division
Eugène CHALIFOUR, Sillery, P.Q.
Named by Quebec Division

STATEMENT OF RECEIPTS AND DISBURSEMENTS

For the period from September 16, 1946 to August 31, 1947.

December 1st, 1947.

The Members,
Community Planning Association of Canada,
Ottawa, Ontario.

Dear Sirs,

We have made an examination of the books and accounts of the Community Planning Association of Canada for the period from September 16th, 1946 to August 31st, 1947 and attach hereto Statement of Cash Receipts and Disbursements for that period together with a Schedule of Grants and Recoverable Advances made to Divisions during that period.*

We report that we have obtained all the information and explanations we have required and that, in our opinion, the attached Statement and Schedule exhibit a true and correct view of the affairs of the Association for the period from September 16th, 1946 to August 31st, 1947 according to the best of our information and the explanations given to us and as shown by the books of the Association.

Yours very truly,

Wm. H. Campbell, C.A.,
of the firm of Campbell, Glendinning and Dever }
Jean Valiquette, C.A.,
of the firm of Anderson and Valiquette } Auditors

*Copies of this Schedule have been distributed to Councillors and the original is available for examination at the national office.

APPLICATION FOR MEMBERSHIP

(Please type or print in block letters)

- Mr. ☐
Mrs. ☐
1. NAME: Miss ☐
Organization ☐ (First names—
please underline that commonly used) (Last Name)
2. ADDRESS:
(Number) (Street) (Post Office) (Province)
3. TELEPHONE: OCCUPATION:
(For organization state purpose and number of members)
4. I WE WISH TO TAKE OUT: ☐ ACTIVE MEMBERSHIP (\$3.00 a year)
RENEW: ☐ SUSTAINING MEMBERSHIP (\$25.00 a year)
(for the year beginning Sept. 1, 1947)
5. DATE: 19..... SIGNED:
(If for organization, please say what office you hold)

Please make cheques or money orders payable at par to:
COMMUNITY PLANNING ASSOCIATION OF CANADA, 56 LYON STREET, OTTAWA